

U.S. Department of Justice  
Immigration and Naturalization Service



# Communi<sup>•</sup>que

INS

Volume 20, Number 12

December 1997

*Working the*  
**NORTHWEST BORDER**

## Hiring Update:

### SERVICE SURPASSES 25,000 EMPLOYEE MARK

#### Growth is Most Evident in Major Career Categories

In October the Service passed the 25,000 threshold for permanent employees, representing an increase of over 6,000 employees in the past two years, and resulting from the

commitment has required the Service to respond by hiring quality personnel, providing necessary training, and effectively integrating these new personnel into the Service.

The Commissioner approved a comprehensive three-year growth management plan to coordinate this growth. A midpoint review indicated that 70 percent of the plan's tasks were completed by March 1997, and it is expected that another 15 percent have since been completed. Most of the remaining tasks focus on institutionalizing systemic changes that will enable the Service to continue operating at high performance levels.

The progress to date has been aided by several factors: INS' hiring systems for officers have been totally revamped; an additional training facility was established at Charleston, SC, to ensure that basic training could be delivered without compromising the quality of training programs; temporary facilities were added across the Service pending a major multi-year construction program that will eventually accommodate a projected 100 percent increase in the Service's officers corp; and a formal assimilation program to hasten the integration of new personnel and their families has been developed.

**Rapid Growth in Major Occupations.** Growth has been most evident in INS'

major career categories. Since October 1995, Border Patrol strength has grown 40 percent. Today the Patrol is at 100 percent of its authorized force, with nearly 6,900 agents onboard. Greater growth has been achieved in the Detention Enforcement Officer ranks—an increase of over 80 percent. Today, there are over 1,600 Detention Officers on-board, constituting more than 97 percent of the authorized force. The Inspections work force has grown by 30 percent as well, and the number of Special Agents has grown 25 percent. Both are now at 95 percent of authorized levels, and the Service currently has over 4,000 Inspectors and just under 2,000 Special Agents onboard.

Overall, the Service is now staffed at the 94 percent level, with 25,100 of the 26,800 positions authorized in its appropriations actually onboard. Since INS is committed to filling every authorized position and anticipates additional increases in this year's appropriations, hiring remains one of the agency's top priorities.

**Hiring Pipeline "Primed"**. Over the past six months, INS has primed the hiring pipeline. Over-selection has been encouraged to compensate for losses during the clearance process, giving INS the ability to replace these losses without delay.

Entering the new fiscal year, INS had over 2,500

#### SERVICE GROWTH THROUGH MANAGED HIRING IN FY97

According to the most recent INS hiring statistics available, the growth of the Service's workforce is continuing, with 25,230 positions filled by the end of the 1997 fiscal year—94 percent of the total authorized workforce of 26,797. This personnel number represents an increase of more than 6,300 Service employees since the beginning of FY95 and more than 3,700 since FY96. In addition, while the agency grew by nearly a third over the past two years, the overall vacancy rate was cut in half during that time.

Specifically, over the past two years the following increases in personnel occurred:

- The Border Patrol workforce grew by 40 percent (from 2,017 to 6,898);
- The Inspector workforce grew by 30 percent (to 4,248 positions);
- The Special Agent workforce grew by 25 percent (to 1,963 positions); and
- The Detention Officer workforce grew by 83 percent (to 1,636 positions).

hiring of more than 10,000 new employees overall.

Since FY94, the Administration and the Congress have fostered Service growth, and INS' appropriations levels have doubled. This extraordinary

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# INS Communique

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Senior Border Patrol Agent Dave Hatton patrols the U.S./Canadian border near Lynden, WA, on a Service ATV. (Photo for INS by Bill Powers) See story on page 16.

## HIRING

Continued from page 2

actions in the hiring pipeline to fill about 1,700 remaining vacancies. In addition, the regional directors have been authorized to use overhires where it makes the most sense to close the remaining gap. The intent is

to be at 100 percent of the base staffing level when the new positions authorized for FY98 are deployed during the second quarter.

**Hiring Systems Improved.** The hiring process for Border Patrol agents has evolved into an effective centralized system, requiring a highly selective,

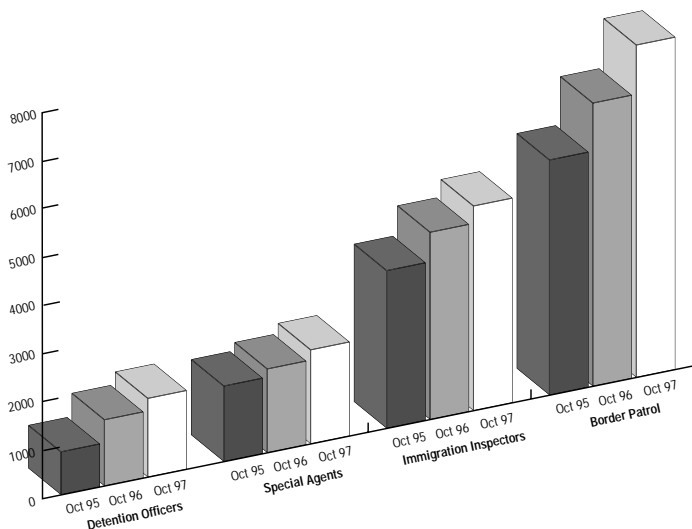
eight-month-long process. Yet, as demand for new hires increased the yield has decreased—one new hire for every 30 applicants rose to one for 41 applicants.

INS has, however, found ways to streamline without sacrificing quality—getting weekly referrals from OPM as applicants passed tests, initiating medicals at the same time that oral boards are conducted, and using newly established security clearance procedures. Shortening the process by three months and making tentative offers to candidates early in the process dramatically increased the yield. Next year, INS may only require 35,000 applicant inquiries rather than the 70,000 required before the system was changed.

In addition, INS previously did not have the same mass hiring experience for immigration officer occupa-

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Growth in Major Occupations, FY 95-97



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## Illegal Alien Removals

**JUMPED 62 PERCENT IN FY97**

*At more than 110,000, year-end total tops goal by more than 20 percent*

At a press conference held at the Department of Justice and hosted by the Attorney General and Commissioner Meissner in late October, the Service announced that it has exceeded its FY97 total removals goal by more than 20 percent, with 111,796 criminal and noncriminal illegal aliens formally removed from the United States during that time.

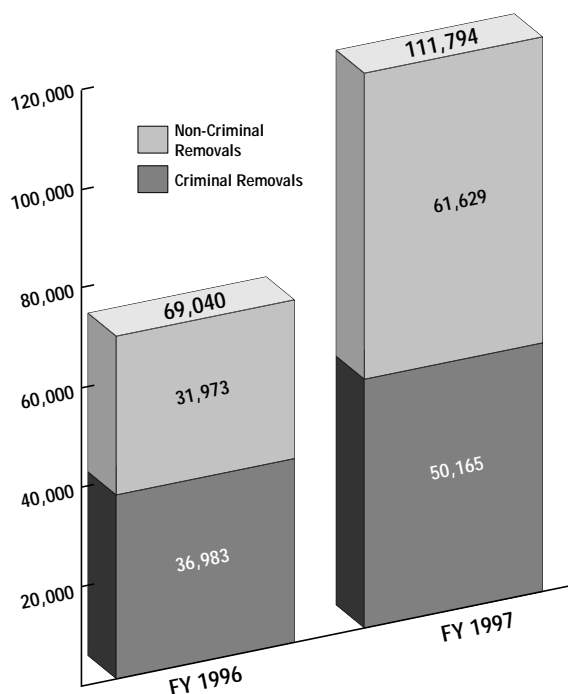
The total removals increase represents a 62 percent jump compared to FY96, when 69,040 criminal and noncriminal aliens were removed. In addition to a concentrated focus on reaching the ambitious goal of 93,000 removals in FY97, the new policy of expedited removal contributed to the record removal numbers. From April 1, when the new policy went into effect, through the end of September, nearly 23,000 people were removed from the country through expedited removal procedures.

In addition, in FY97, the Commissioner said at the press conference, the Service removed almost 1,000 illegal

aliens per week from the country, compared to the 700-per-week average for FY96. The number of criminal aliens removed in FY97—50,165—was 35 percent higher than last year, with 61 percent of those aliens having convictions for crimes considered aggravated felonies under immigration law.

“Removing more than 110,000 illegal aliens from the United States is a significant milestone in improving enforcement of our immigration laws,” Attorney General Reno said when the figures were announced. “We are making U.S. streets and communities safer by deporting increasing numbers of criminal aliens.”

**FY 1997 vs. FY 1996 Removals**



### HIRING

*Continued from page 3*

tions as it had earlier with the Border Patrol. The intake systems were decentralized and were not test-based. Standards and processing times varied from location to location and estimates were that it took six to nine months to hire entry-level immigration officers.

The process was completely reorganized and a staffing center established at the Twin Cities office to coordinate and support entry-level hiring for the six immigration officer occupations. Today there are thousands of competitive and noncompetitive candidates in the queue. Selection certificates can be issued within hours, and 70 percent of the selectees are

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## New Affidavit of Support Policy Goes Into Effect

By Lisa S. Roney,  
HQ Office of Policy and Planning

The Service published the regulation implementing the new affidavit of support required under new Section 213A of the INA on October 20. The new affidavit of support, Form I-864, is required for family based immigrants as of December 19, including family based adjustment of status cases received on or after December 19. INS will continue to adjudicate family based adjustment of status applications after the effective date without the new affidavit of support if they were filed before December 19. Similarly, arriving immigrants who were issued visas before December 19 will be exempt from the new requirement.

INS will use the new affidavit of support much as the current I-134 affidavit of support has been used. However, the new requirements are different in several ways. First, unlike in the past, when affidavits of support were discretionary, as of December 19 all family based immigrants and employment-based immigrants coming to work for relatives are required to file affidavits of support. The new I-864 can only be used by these groups of immigrants; the I-134 will continue to be used as necessary for other groups such as students, parolees, and diversity immigrants.

Second, in the past there were no criteria regarding who could be a sponsor. Under the new law, the sponsor must be the petitioner who filed the visa petition (although there are special provisions for joint sponsors). Sponsors must also be at least 18 years old, U.S. citizens or permanent resident aliens, and have a residence in the United States.

Third, there has not been a required income level for sponsors, although State Department guidelines, which INS often followed, advised that the sponsor should have an income at or above the poverty level. Sponsors must now demonstrate household incomes at 125 percent of the poverty line for their household size. The law provides several ways to meet this requirement, including income, assets, and a joint sponsor. If the sponsor uses the income or assets of a household member to qualify, the household member must sign a con-

tract on Form I-864A, Contract Between Sponsor and Household Member.

Finally, a major change made by welfare and immigration reform is that it requires the new affidavit of support to be an enforceable contract between the sponsor and the government until the sponsored immigrant becomes a

*The new affidavit of support,  
Form I-864, is required for family  
based immigrants as of  
December 19.*

U.S. citizen or can be credited with 40 quarters of work. Federal, State, and local agencies administering means-tested public benefit programs may request sponsors reimburse the cost of benefits provided to sponsored immigrants and sue them if they fail to do so. These agencies may also consider all of the sponsor's income and resources as available to an immigrant in determining eligibility for benefits. INS will provide sponsorship information to Federal, State, and local agencies to assist them in enforcing these provisions. Sponsors must report any change in their addresses to INS within 30 days on Form I-865, Sponsor's Change of Address. This information will be sent to service centers and maintained in CLAIMS.

These changes reiterate the Service's commitment to family reunification, while ensuring that family members, rather than the public coffers, will provide any support needed by these new immigrants after they arrive. As Paul Virtue, Acting Executive Associate Commissioner for Programs, said in announcing the new affidavit of support on October 20, "We have attempted to ensure continued reunification of family members while making certain that sponsors have the financial means necessary to support these new immigrants."

## HIRING

*Continued from page 4*

cleared within 36 days. As a result, most of this hiring is now completed within three months and almost all immigration officer positions are filled.

**Training Capacity Increased.** The existing capabilities of the Federal Law Enforcement Training Center (FLETC) could not accommodate the 3,500-officer annual basic training requirement INS projected for each of the ensuing years. Accordingly, an intensive effort was undertaken to locate and develop an additional temporary training facility at one of the military bases being closed at that time. Once Charleston was selected, a major interagency effort was required to adapt it for INS purposes. Today over 600 Border Patrol Agents are in training at Charleston and 100 at Glynco at all times.

In addition, the Immigration Officer Academy is now conducting all of its basic training at Glynco. Over the past two years, more than 3,700 immigration officers commenced basic training. Nearly 500 are in basic training at all times.

The Service also increased levels of advanced, supervisory and management training. In FY97, over 1,500 officers received advanced training, and that figure is expected to double in FY98. Since the establishment of the Leadership Development Center (LDC) in Dallas in FY96, nearly 2,000 INS supervisors

and managers have been trained there over the past 18 months.

**Expanding the INS Family.** Almost everyone in INS has participated in this growth. Ten thousand employees have been hired in the past two years, fully one-third of whom were recruited by other INS employees. Hundreds of INS field personnel have been detailed to the academies as instructors. Personnel officers, security specialists, and academy instructors have been committed almost full-time to this effort. In addition, employees throughout the Service have helped these newcomers become part of the INS family.

It is in this last arena where INS is breaking new ground with the creation of an assimilation initiative—the leading edge of our new Career Sustainment Program. Through a series of surveys and focus groups, problems new employees and their families must cope with during their first year with INS were identified. A set of practical tools and techniques have been designed to help them get started on the right foot during the critical early months in a new work environment and in a new community. These include an Internet/Intranet home page with information about the new communities they will work in, new orientation materials for new employees and their families, and a variety of activities to help new employees quickly become part of the INS team and embrace its values.

## Human Resources and Development Division Releases New Employee Handbook

**By Steven Freedman**  
*HQ Human Resources and Development*

The Human Resources and Development Division (HRD) has issued a new Employee Handbook designed to provide information on subjects including pay, health benefits, life insurance, the Thrift Savings Plan, savings bonds, leave, training, perfor-

mance management, and the Employee Assistance Program.

The handbook is available in two formats. The hard copy version was distributed to all new employees and to major offices (regional, district, sector, asylum, etc.), in November. This version can be brought to the work site or home and can be highlighted or annotated.

The electronic version is on the November edition of the INSERTS CD-ROM and will soon be available on the INS Intranet. While the basic handbook is the same in both formats, this version contains electronic attachments that can viewed by double-clicking within a personal computer Windows operating environment. The attachments

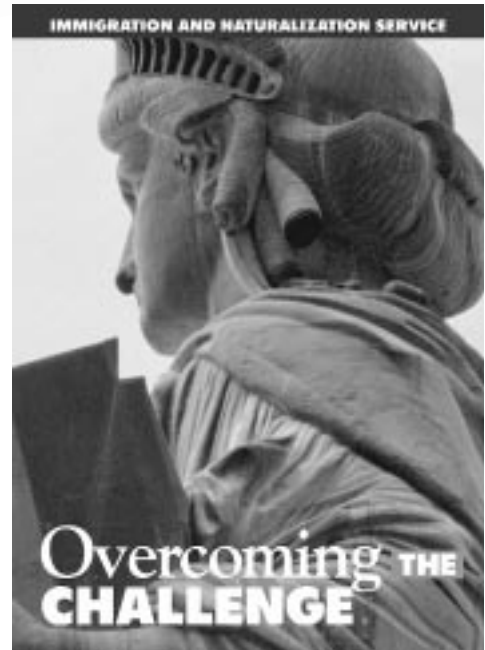
## HQ Office of Public Affairs Wins NAGC Blue Pencil Awards

INS' Headquarters Office of Public Affairs has won three awards in the National Association of Government Communicators 1997 Blue Pencil Awards competition. A national competition open to all government public affairs offices, the Blue Pencil Awards recognize excellence in overall communications strategies and specific individual products. Winning three awards in one year represents a significant accomplishment on the part of the Office and the Service as a whole.

OPA communications products and the awards they received included:

- "The New INS Employment Authorization Document" (Second Place—Brochures and Booklets for a General Audience);
- "Materials for the 1996 Commissioner's Conference" (Second Place—Visual Communication, Conference Materials); and
- "The INS *Communiqué* Newsletter" (Third Place—Most Improved Periodical, 1995-1996).

The awards were formally presented at a dinner ceremony held in Washington, DC, on November 13.



Work  
With US!

Important information for employers from the  
U.S. Immigration and Naturalization Service

include an organizational chart, INS abbreviations and acronyms, a child and elder care resources handbook, labor agreements, earnings and leave statement documents, geographic salary tables, retirement brochures, Thrift Savings Plan pamphlets, and commonly used forms. Inclusion of these attachments provides useful information in one location for the

most commonly requested subjects. Those without electronic access can acquire handbook attachments through their servicing Human Resources office.

To receive copy of the printed version, contact your servicing Human Resources office. To view the electronic version if you do not yet have access to INSERTS, please contact Steve Tarragon, Office of

Policy, Directives, and Instructions, at (202) 616-7597. To gain access to the Intranet, contact your local Information Resources Management office.

If you have any suggestions for improving the handbook, whether clarifications or additions, contact HRD by cc:Mail or submit your ideas to your servicing Human Resources office.

## Former Attorney General Sends Service

### LETTER OF APPRECIATION

The following letter was sent to the Commissioner by former U.S. Attorney General Ramsey Clark in early October.



Ramsey Clark

Hon. Doris Meissner  
Commissioner  
Immigration and Naturalization Service  
Chester Arthur Building  
425 I Street, N.W.  
Washington, DC 20536

Re: Emergency Humanitarian Medical Parole for Shaker M. Awad

Dear Commissioner Meissner,

Shaker M. Awad arrived on Royal Jordanian Airlines at JFK at about 8:30 last night. He is undergoing examination at the hospital and hopefully his condition will permit surgery tomorrow.

I want to express my deepest gratitude to the Service for its heroic efforts to expedite consideration of Mr. Awad's petition for emergency humanitarian medical parole, which was acted on favorably in less than 72 hours.

Two people on your staff, Peter Becraft and Gil Jacobs, were incredibly helpful and effective in a complex matter that required communication and coordination between Washington, New York, Rome and Amman. Mr. Dennis A. Peruzzini in Rome deserves special praise. Despite a weekend and time zones he processed the application to its conclusion without the loss of an hour and remained in contact with the embassy in Amman until travel documents were issued.

In an association that goes back to General Swing and with special fondness for former INS Commissioner Ray Farrell, I have never seen better administration of a difficult and urgent matter by the INS.

So thank you very much. We will let you know whether it was possible to save Mr. Awad's eyesight. The INS made the opportunity possible.

Sincerely,

(signed) Ramsey Clark

### Commissioner Attends Migration Conference in Czech Republic

Reinforcing the Service's commitment to cooperation on international and regional migration issues, Commissioner Meissner represented INS at a conference in the Czech Republic in October attended by officials from 37 countries, as well as members of the Council of the European Union, Interpol, and the European Commission.

Held in Prague on October 14-15, the conference was host-

ed by the Ministry of the Interior of the Czech Republic and focused on subjects including coordinating international legislation to combat alien trafficking, facilitating information exchange on illegal migration patterns, linking alien trafficking cases with other forms of organized crime, and providing technical and financial assistance to Central and Eastern European states facing evolving migration situations.

Speakers at the conference included the Prime Minister of the Czech Republic Vaclav Klaus and the country's Minister of the Interior Jan Ruml.

The Prague conference was the third to date hosted by an international ministry focusing on the prevention of illegal migration. Previous conferences were held in Berlin in 1991 and Budapest in 1993.



## EEO Office Recognizes Employees at Headquarters Breakfast

At a special breakfast ceremony held at Headquarters and attended by Executive Associate Commissioner for Management George H. Bohlinger III in mid October, employees of the INS' Office of Equal Employment Opportunity were recognized for their contributions to the Service's mission during FY97.

In his welcoming remarks, Bohlinger called such recognition ceremonies "important events," saying that "it's appropriate to recognize peo-

ple who step up to the plate and put in that extra effort in the face of daunting challenges." This was clearly the case in EEO in FY97, he said, with a net increase of more than 1,500 employees Service-wide leading to a significantly increased workload without a corresponding increase in office staff.

Following Bohlinger, Acting EEO Office Director D. Diane Weaver presented a variety of certificates recognizing the work of her employees

and stressing her appreciation for all that had been accomplished in the previous year. Specific honors included awards for excellence, achievement, customer support, and volunteer service.

"This has been a heck of a year," Weaver said in her concluding remarks at the event. "I want you to know that I appreciate each and every one of you for working to make the INS Office of EEO a model office [for the Service]."

## Jamaican Repatriation Flights: A Service Success Story

INS' Detention and Deportation program, working with the U.S. Department of State, U.S. Customs Service, and the government of Jamaica, has successfully repatriated more than 225 criminal aliens to the country this year, bringing the total number of Jamaican aliens returned on Justice Prisoner and Alien Transportation System (JPATS) flights to more than 1,400 since the program began in 1992.

As of the end of September there had been a total of 68 repatriation flights since 1992, with nine completed in 1997 and three more planned, making the program

one of the Service's most successful joint efforts of its type.

According to Ben Bandanza, a Service Detention and Deportation officer in Oakdale, LA, where the flights originate, the success of the program is largely due to the assistance of the Jamaican vice general counsel, who is based in Miami and helps facilitate the screening of aliens scheduled for repatriation. Based on the program's accomplishments to date, Bandanza says, the number of flights—which is typically limited to 12 per year, each carrying 30 aliens—may be increased in FY98.

## Document Reduction Deadline Extended to March 1998

Twenty-nine separate documents are currently listed on the reverse of the I-9 employment eligibility form as acceptable for new employees to submit upon being hired, and the Illegal Immigration Reform and Immigrant Responsibility Act passed last year mandated a reduction in the number of acceptable documents.

While INS has issued an interim rule in the Federal Register removing four

employment eligibility documents from those that employers can accept from new employees, President Clinton signed a bill in early October extending the implementation deadline for any such document reduction actions to March 30, 1998, to allow for more time to educate employers regarding the changes.

Based on the congressional extension, employers are being advised to disre-

gard the Service's interim rule in lieu of the new document reduction deadline. In addition, they are being advised that they should continue to use the current I-9 form, dated November 1991.

*Special Agent Sue Riddle, on detail to HQ Public Affairs from the Cleveland, OH, district office, contributed to this story.*

## *Border Patrol Agent Wounded in Line of Duty*

### **RETURNS TO WORK**

A Vermont Border Patrol Agent who was wounded by an attacker, highlighting the danger of working on either U.S. border, has returned to work after taking only two months to recover from his injuries.

The incident occurred on August 19 in a small town along the northern border in New England, when a gunman went on a rampage, killing two New Hampshire State Troopers, a

part-time judge, and a local newspaper editor. While attempting to apprehend the killer, two more State Troopers, a New Hampshire game warden, and Border Patrol Agent John Pfeifer were shot and wounded. In all, 17 Border Patrol agents, including Pfeifer, were involved in pursuing, and eventually killing, the gunman.

During the chase, Pfeifer was shot in the chest and, although wounded, returned fire. He was rescued from the scene by two New Hampshire State Troopers, a New Hampshire game warden, the county sheriff, and two Border Patrol Agents, who were able to position a vehicle beside Pfeifer and load him into the car.

Two days after the incident, FBI Director Louis Freeh and Vermont Senator Patrick Leahy visited Agent Pfeifer and his family in the hospital, speaking to his wife and daughter, expressing their gratitude, and wishing him a full and speedy recovery.

"We wish to convey our deepest appreciation for all the support and offers of assistance from the U.S. Border Patrol and INS, the New Hampshire State Police, the Vermont State Police and many other law enforcement agencies...and from concerned people everywhere," Pfeifer and his wife said after he was released from the hospital.



Border Patrol Agent John Pfeifer

### **Border Patrol Agent Risks Life to Save Woman and Infant**

Once again proving that the job of a Border Patrol agent is often perilous yet at the same time rewarding, Agent William Breidenstein of the Laredo Sector recently risked his life to rescue a woman and her infant son from drowning in the waters of the Rio Grande.

Agent Breidenstein was patrolling the banks of the river when he spotted four women, an infant, and two men attempting to enter the

country, led by a suspected smuggler. He started to approach the group and was spotted by the smuggler. At that moment the smuggler decided to lead the group into danger. The group turned back into the deep waters, which run with a dangerous current. Three of the women were able to swim to shore; the fourth, however, who was carrying the infant, began to struggle with the swift current.

Then the unthinkable happened—the woman lost her grip on the infant and the baby plunged into the waters of the Rio Grande. Without hesitation Agent Breidenstein dove into the murky waters, feverishly searching for the infant. After a few dives he was able to locate the infant and bring him safely to shore, illustrating not only bravery but quick thinking as well.

## INS Officers Win at National Pistol Revolver Championship

### Victories Cap Successful Year for Service Pistol Team

For the first time since the 1970s, an INS officer has won the U.S. National Pistol Championship and a Service team has captured the two-man revolver championship.

In winning the 1997 individual category competition in Jackson, MS, in September, Border Patrol Pilot Trainee Clay Tippet of the El Centro, CA, sector achieved a nearly perfect score of 1,497 out of 1,500, becoming the first INS officer to capture the title since 1979. In addition, Tippet and SPBA John Poole II of the Laredo, TX, Sector won both the National Two-Man Revolver Championship and the World Two-Man Revolver Championships this year, becoming the first INS officers to win a team match at the national championships since 1976. At the same competition, the INS four-man team placed third overall in both the revolver and semi-automatic pistol contests.

The wins capped a very successful year for the entire INS National Pistol Team, which is comprised of 10 officers who compete in police pistol competitions nationwide. The officers—who come from both Inspections and Border Patrol this year—are grouped in squads and compete as four-man and two-man teams. Membership on the team is the result of an open competition, and any INS enforcement officer can participate. The current members, grouped into a Blue Team and a Gold Team, include John Poole II;

Clay Tippet; John Carter, SPA, San Clemente, CA; Zack Taylor, SBPA, Nogales, AZ; Carl Michaud, SII, MAD-POM; Allen Parsons, SBPA, Glynco, GA; Roberto Santo, SBPA, Glynco, GA; and Mark Wiltsey, SIO, Glynco, GA. The team's captains are Ronald W. Busch, SBPA, Las Cruces, NM; and John Krupa, SBPA, Temecula, CA.

The team started the year by competing in a U.S. Secret Service match held in Beltsville, MD, which featured more than 400 competitors on 55 different teams. The Blue and Gold four-man teams won first and second place overall at the event, beating out several highly rated teams from across the nation, including the defending champions from the Mississippi Highway Patrol.

The winning ways continued in July, when the team competed at the World Police and Fire Games in Calgary,

Alberta, Canada, leading the procession of 2,600 U.S. participants to open the event. Once again the INS teams were the overall winners in the team competition, and team members won a total of 26 individual medals, including Agent Poole, who was the overall match winner and the new world champion, dropping only seven points out of 150 shots fired.

Finally, in late July, the team competed in four NRA Whittington Center matches in Raton, NM, winning the Colorado State police pistol competition match, placing third in the New Mexico State championship match, and finishing fourth in the Southwest regional match.

INS' National Pistol Team stand on the Jackson, MS, police range. From l. to r. are: SBPA Allen Parsons, Armorer Robert DenBleyker, SBPA Roberto Santos, BP Pilot Clay Tippet, SBPA Ronald Busch, SPA John Poole II, SBPA John Krupa, SBPA Zack Taylor, SII Mark Wiltsey; Kneeling, left side: BPA John Carter; Kneeling, right side: SII Carl Michaud.



## Two-Ton McAllen Marijuana Seizure

### CONTINUES FY97 TREND

Continuing the trend of increased marijuana smuggling in the McAllen sector, a two-ton load was intercepted in Raymondville in October, the fifth-largest interdicted in South Texas this year. Hidden in a tanker truck and first located by the sector's canines, the 166 bundles of marijuana had an estimated street value of \$3.4 million,

according to McAllen Border Patrol Public Affairs Officer Letty Garza.

The seizure comes on the heels of a record year for marijuana smuggling within the sector, with the U.S. Drug Enforcement Agency recently reporting that over 56 tons of marijuana were turned over to them by the Patrol and other agencies during FY97 alone.

### Miami Reinvention Lab Finalist in Innovation Competition

The reinvention laboratory at the Miami, FL, International Airport, a public/private partnership between INS, the U.S. Customs Service, U.S. Department of Agriculture, U.S. Public Health Service, Passport Office, airlines, and airport personnel, has been named as a finalist in the Ford Foundation Innovations in American Government Awards. Developed as part of Vice

President Gore's National Performance Review initiatives, the laboratory was selected in part because of its use of strong multijurisdictional partnerships to facilitate the processing of international passengers

arriving at the airport. In being named a finalist, the lab was ranked among the top 25 programs from over 1,500 entries according to the Federal Communicators Network, which announced the results.

Miami International Airport



### Marfa Sector Participates in 1997 Presidio Trail Ride

Members of the Marfa, TX, sector's horse patrol, including Presidio PAIC Manuel Padilla Jr., SBPA Cesar Cantu, and SPA Jerry Ramon, participated in the 1997 Presidio Trail Ride on October 18. The 7.5-mile ride began with a short parade through downtown Presidio, continuing to Ft. Leaton.

According to PAIC Padilla the ride was very successful, with the public "receptive of the Border Patrol's involvement and

expressing their support for the Patrol's community involvement." The 1997 ride was just one of many outreach project conducted by the sector that has involved the Presidio and Redford, TX, communities.

The ride was held to benefit the Ezequiel Hernandez Jr. scholarship. Hernandez was accidentally killed by U.S. troops while tending goats along the Texas/Mexico border earlier this year.

## Second 1997 New Leader Session Yields 30 INS Graduates

Thirty INS employees have successfully completed the U.S. Department of Agriculture's New Leader Program, Session 1997-II, which held its graduation ceremony on October 31 in Hunt Valley, MD. Designed to develop future Federal

leaders through training and development in leadership skills, enhanced by agency developmental experiences, the program is designed around a model of leadership competencies called the Leadership Effectiveness Framework. Prior to

completing the program, each participant must also participate in a course of independent study customized to meet their individual professional development needs.

*Service graduates of the second New Leader Program of 1997 included:*

- **Elaine P. Aikens**; Management Analyst; Miami, FL
- **Sheryl H. Anderson**; Business/Industry; Charleston, SC
- **Caridad C. Arendale**; Immigration Inspector; Bloomington, MN
- **Louis Avalos**; Border Patrol Agent; El Paso, TX
- **Hector Aybar**; Immigration Inspector; Washington, DC
- **Matthew W. Baker**; Compliance/Inspection Support; Hartford, CT
- **Michael D. Boze**; Inspection; Investigation; Huntsville, TX
- **Karen A. Brooks**; Inspection; Investigation; Oakdale, LA
- **Donna J. Brown**; Secretary; Washington, DC
- **Toni A. Clinkscales**; Computer Clerk/Assistant; Laguna Niguel, CA
- **Shelia Cox**; Administrative Officer; Lyndhurst, NJ
- **Jean M. Elliott**; Correctional Officer; Buffalo, NY
- **Ann L. Glass**; Immigration Inspector; San Luis, AZ
- **Linda J. Golden**; Administrator; Washington, DC
- **Kathleen M. Held**; Management Clerk/Assistant; Laguna Niguel, CA
- **Albin E. Lang**; Compliance/Inspection Support; Oklahoma City, OK
- **Francis W. Leigh**; Hearings/Appeals; Lyndhurst, NJ
- **Debra K. Lewis**; Compliance/Inspection Support; Oklahoma City, OK
- **Kenneth R. Lovesee**; Criminal Investigator; Kansas City, MO
- **Ramona S. Lucas**; Paralegal Specialist; Laguna Niguel, CA
- **Mary L. Melcher**; Personnel Staffing Specialist; Ft. Snelling, MN
- **Miguel A. Moreno**; Border Patrol; Del Rio, TX
- **R. Joseph O'Connell**; Paralegal Specialist; Washington, DC
- **Benjamin Rincon Jr.**; Compliance/Inspection Support; El Paso, TX
- **Jan M. Roberts**; Management Clerk/Assistant; Lincoln, NE
- **Victor B. Sanchez**; Inspection; Investigation; Santa Ana, CA
- **Kristie Snyder**; Immigration Inspector; Washington, DC
- **Conchita A. Stapleton**; Secretary; Washington, DC
- **Peter Tilley**; Correctional Officer; St. Albans, VT
- **Susan K. Young**; Immigration Inspector; New York, NY

## Boston District Hosts its Largest Naturalization Ceremony

*By Paula Grenier  
Boston District Public Affairs*

INS' Boston, MA, district conducted its largest naturalization ceremony ever during its annual celebration of Citizenship Day September 17, swearing in 4,629 area immigrants from 122 different countries as new United States' citizens. Held at the city's Fleet Center, home of the Boston Celtics and Bruins, the event was transformed

into an open court as the Honorable Patti B. Saris of the U.S. District Court swore in the new citizens. The arena was nearly filled with participants, guests, staff, and interested onlookers. With almost 5,000 new citizens and their guests in attendance, there were almost 9,000 people on-hand in all, including Uncle Sam, who led the Pledge of Allegiance per Boston district tradition.

As keynote speaker at the event, Commissioner Meissner noted that the ceremony was, in fact, not only the largest ever in the Boston area, but for all of New England as well. Massachusetts senators Edward Kennedy and John Kerry also attended the event and made both offered congratulatory remarks to the country's newest citizens.



## New Border Crossing Station

OFFICIALLY OPENED IN HIGHGATE, VT

By Callie Gagnon  
Eastern Region Public Affairs

The waning fall colors of mid-October surrounded those gathered for the grand opening



of Vermont's busiest and newest port of entry. Strains from the U.S. Customs Blue Flames Band and the 40th Army National Guard Band lingered in the air as the U.S. Customs Vermont Honor Guard

marched down the center isle. As part of the Color Guard, three Royal Canadian Mounted Police Officers stood at attention.

Acting INS Eastern Regional Director Thomas Leupp told the audience that several inspection databases would be available at the site reducing the time needed to clear secondary inspections from 15 to 20 minutes to only five minutes. Congratulatory remarks were made by Vermont's governor, Howard Dean, and Senator Patrick Leahy.

The new port will facilitate the significant increase in traffic that moves through

Highgate Springs. Last year the Service processed more than 1.1 million people through the POE, with Immigration Inspectors processing 345,065 personal vehicles and 5,143 buses.

Located on Interstate 89, the station serves as a major POE between the United States and the province of Quebec. The new facility is significantly larger than the 61-year-old outdated port it replaces. Within its 37,800 square feet, the new building will house the operations of INS, the U.S. Customs Service, the Department of Agriculture, and the General Services Administration.



Vehicles leaving Quebec make their way into the United States via the Service's new Highgate, VT, port of entry. (Photo by Callie Gagnon, Eastern Region Public Affairs)

## Fired Border Patrol Agent Sentenced to 30 Years in Prison

*Convicted of Drug Smuggling, Mancha Could Have Received Life Sentence*

A former INS Border Patrol agent, fired from the Service in 1996 after being convicted of drug smuggling and money laundering, was sentenced to 30 years in prison in late October by a Federal judge in Tucson, AZ.

Jorge Mancha, who worked with the Border Patrol from 1985 until he was fired, began his career in Douglas, AZ. He was arrested in September 1995

on 11 counts of drug smuggling and other crimes allegedly committed from 1992 through the time of his arrest.

The 44-year-old Mancha was convicted by a Federal jury earlier this year of helping to smuggle cocaine and marijuana into the United States from Mexico, including one shipment of more than 1,000 pounds in 1995.

Mancha had had a troubled history with the Border Patrol, having been previously suspended for 50 days in 1993 for failing to report an attempted bribe, and was suspended again in 1995 while being investigated as a suspect in the death of his girlfriend. He could have received a life sentence if he had received the maximum penalty on all 11 counts.



## 21st Annual Black Law Enforcement Executive Training Conference Held in Miami

The National Organization of Black Law Enforcement Executives (NOBLE) held its 21st annual training conference on July 19-23, in Miami, FL, focusing on issues ranging from professional growth and development to preventing immigration fraud and the special needs of female law enforcement officers.

Lisa Ross, senior communications officer from the Headquarters Office of Examinations, opened the conference with a two-day workshop on media relations training. Law enforcement participants received a 16-hour in-depth course on how to plan and manage crisis communications and establish a greater understanding of the news media and the public opinion environment accompanying a crisis. The workshop included special panel discussions by representatives of television and print media in Miami.

Melody Jackson, Senior Special Agent from Headquarters Investigations who serves on the National Training and Education Committee for NOBLE, hosted a number of training workshops as well. She

served as a panelist in the "White Collar Fraud" workshop, speaking on immigration fraud, and as moderator of the new NOBLE workshop, "International and Domestic Crime Issues," which offered training on the nexus between domestic and transnational crime.

Keith Roberts, Assistant Chief Patrol Agent, Pembroke Pines sector, conducted a presentation on criminal aliens and the Border Patrol mission in Florida. The workshop included presentations from representatives from the Department of Justice, Secret Service, and the Department of State.

Carol Jenifer, district director in Detroit, MI, served as a panelist in the workshop "Addressing the Needs and Concerns of Females in Law Enforcement." The workshop's panel included senior executives from local, State, and Federal law enforcement organizations who detailed their ingredients for professional success. In addition to Jenifer, panelists included two assistant police chiefs and a brigadier general from the U.S. Air Force's Office of Special Investigations.

Officers attending the National Organization of Black Law Enforcement Executives' (NOBLE) 21st annual training conference included: Back row, l. to r.: Keith Williams, SSA/HQOIA; Rick Eato, SSA/Reno; Anna Melvin, DAO/NEW; Willis Reeves, AOIC/St. Croix; Thomas Gordon, SA/BUF; Louis Shaw, SSA/CHI; Gregory Gill, IA/PHO; Carol Jenifer, DD/DET; George Marti, SRI/ATL; William Davis Jr, BPA/ELP; Matroy Browder, BPA/PEM; and Charles Prince, SA/ATL. Front row, l. to r.: Bryson Williams, FOS BPA/SND; Clarence Smith, DO/ATL; Renee Prealow, SA/LOS; Robin Buckley, SA/CHI; Victor Robinson, SSA/CHI; Patricia Martin, SDO/ATL; Maurice Wrighten, SA/SND; Willie Barber, SBPA/BRO; Melody Jackson, SSA/HQINV; Earline Boyer, SDO/NEW; Victor Howard, BPA/ELP; Charles Hicks, SII/ATL; and Jerry Downs, SA/KAN.



**It's Never Too Late...**INS' Newark, NJ, District Director Andrea Quarantillo stands with Sholom Shmulevich Goldin, a former Russian citizen, who was 107 years old when he was naturalized in a special ceremony held at his East Hanover, NJ, home on May 5. Standing with Golden is his daughter Raisa Shapiro and her husband Boris.

*INS' Blaine, WA,***BORDER PATROL SECTOR:***Working the Line in the Northwest United States*

*Due north of Seattle, on the United States/Canada dividing line near the Blaine, WA, Border Patrol sector headquarters, there is no fence, no lights, no remote cameras. Just pavement and grass separating the two countries.*



The Peace Arch Memorial stands on the U.S./Canadian border, minutes from the port of entry, proclaiming both country's citizens "Children of a Common Mother."

*As Sector Chief Carey James drives his Service Bronco through a parking lot near a known crossing spot, he points toward an area he and his agents patrol every day. "See that ditch," he says, motioning to what is really a rut in the dirt at the edge of the lot. "That's the border. That's what we're dealing with."*

*He points a bit further down from the ditch to a dirt road. The road into America. "If you get to the road and don't arouse suspicion," he says, "in a couple of minutes you're on Route I-5 and you're gone."*

The nearly open border is not the only thing the staff of the 70-person sector has to be concerned with however. In addition to managing the area near Blaine which is served by the Peace Arch port of entry, Chief James' team is also responsible for patrolling the rest of western Washington State, Oregon, and all of Alaska, making it geographically the largest sector in the entire patrol. And while the Southwest border has seen a historic influx of technology over the past four years, Blaine does it all with just one remote camera.

While the chief says he could use many more, as well as other technology advancements such as simply being connected to the Service's cc:Mail system, he says laughing, "Of course it would be hard to respond to a camera in Alaska from here."

Besides, the sector's employees have plenty of work to do in Washington State alone. In addition to patrolling the line, the 40 Border Patrol agents, six anti-smuggling agents,



seven radio operators, and the other LECAs and support staff members also work directly with the local police force, even taking 911 calls on occasion. At the same time, the number of alien smuggling cases has been on the increase, as has the level of drugs coming across the border.

While the sector's five stations apprehended over 2,200 illegal aliens attempting to cross into the United States in FY96 (with more than 2,400 apprehensions in FY97), they have also worked extensively with the Seattle



Blaine, WA, Border Patrol Sector Chief Carey James



Aaron (Keith) Miller, assistant chief patrol agent in the Blaine sector talks with Robert A. Murray.

district to combat the alien and drug smuggling increases. Recent successes include the prosecution of members involved in white slave trade in Hawaii and helping to apprehend an internationally wanted suspected terrorist. Over the last few months, marijuana seizures have increased, with the drugs hidden in door panels and driven across the border, or simply carried across in bags. "The connection is quick," the Chief says. With no fence to speak of, cars in the U.S. can simply pick up the bags and drive away.

Additional cameras would help control this type of activity, the Chief contends. "We certainly could use some as force-multipliers," he says. "We don't have the wide open spaces they have in the Southwest, but we do have some arduous wilderness areas. We need the enhancements because now we show up sometimes [following a sensor hit] and we don't know what hit it." He calls the sector the 'red-headed stepchild' of the patrol, meaning that typically it gets all the hand-me-downs from the others.

But advances within the Border Patrol, success is often not simply the result of technological advances. Despite limited human and mechanical resources, the Blaine sector is using its ingenuity to more adequately patrol the border. This includes the use of boats, of course, but also of a new fleet of kayaks that are in the process of being outfitted and deployed, as well as effectively managing the staff they currently have.

Chief James pulls over the Bronco and stops to talk with an elderly Indian woman. She dutifully shows her green card and says that her entire family is living in the nearby apartment complex—new arrivals to the United States, all legal. He thanks her courteously and drives slowly along the border ditch. Very different than working the line in the Southwest. But in many ways just as challenging.

## INS "Expatriates": Inspections in Victoria, BC

The ferry *Coho* is huge, carrying up to 600 people. And as it steams in and out of the harbor in Victoria, British Columbia, an hour-and-a-half north of Port Angeles, WA, each day, INS is there, inspecting all passengers traveling to the United States.

Because the area surrounding the ferry loading area is not secured (per provincial law), the Service's Victoria Inspectors have a special challenge: conducting primary inspection and then making sure that no one sneaks into a vehicle before it is loaded on the ferry. In addition, while American travelers only need to show identification, Canadians and others must establish the purpose of their visit and the Inspectors must determine if they are ineligible.

According to Port Director Bob Peterson, the amount of time needed for inspections each day varies based on the season, with up to 20 ferry departures leaving Victoria in July and August and as few as one or two in January and February. During the peak season, his staff of between six and 10 Inspectors also has to check all passengers leaving the island on seaplanes to the United States. In general, he says, 70 percent of those traveling to the U.S. are Americans, with most of the remainder Canadians on vacation or business travel.

"We sometimes feel like expatriates," Peterson concludes as an American living and working in British Columbia. "It's an unusual situation, but we have established a very good working relationship with both Canadian Customs and Immigration because we work in such close proximity with them every day."



With the British Columbian parliament building in the background, Immigration Inspector Gary Roberts conducts the primary inspection of travelers boarding the ferry *Coho* bound for Port Angeles, WA.

# RECORDS MANAGEMENT

# UPDATE:

## EFFECTIVELY MANAGING YOUR E-MAIL

*E-mail is a great tool. It enables organizations and individuals to rapidly communicate with one another and distribute important documents simultaneously to thousands of people. But it must be managed, just as any INS Record.*

Officially, INS e-mail may be used to request information, coordinate activities and meetings, transmit formal correspondence, and transfer small data files up to .5 MB in size. The greatest advantage to using e-mail is that it is instant and convenient.

But beware... Use of this innovative tool calls for you, as an INS employee, to understand your responsibilities regarding the files you create and receive. This means determining whether or not messages or attachments are Federal records; knowing how to manage e-mail as Federal records, where applicable; understanding that your e-mail can potentially be accessed by *anyone* and may be subject to request by others under the Freedom of Information Act (FOIA); and protecting unauthorized access to your e-mail.

Access to your electronic mailbox should be protected, just as you would protect any system containing sensitive information. You would not give your other INS passwords to anyone; do not give out your e-mail password either.

**Think Before You Click.** E-mail messages are like postcards that anyone can read. Ask yourself, "If anyone could see this message, would it cause a problem for me, others, or the Service?" Think about the words you choose and the message you are about to send as you would before distributing any paper document. E-mail messages are no different.

Remember, you have no control over to whom that message will be sent in the future. Even when you delete a message from your mailbox, it can remain on the file server, backup tape, or be retrieved with special

software. Your messages may be reviewed by anyone with the proper authority to do so. Many people have deleted e-mails with the assumption that they are gone forever, only to have the messages come back to haunt them.

**E-mail Storage.** Did you know that you should not keep e-mail messages for longer than 30 days? Not only does it take up room on your site location's file server, but messages will be deleted from the server after 45 days. You should minimize unnecessary and multiple copies of records and non-records materials. Any messages or attachments determined to be official Federal records must be printed and maintained as paper records, or disposed of using an approved records management manual filing method or disposition schedule. This applies to both the e-mail you create, as well as the messages and attachments you receive.

The October issue of the *Communiqué* includes a reference guide to Records Management, containing guidelines for the proper filing and storage of records materials. These guidelines and the official sources listed can give you the information you need to properly handle your documents, and identify where to go for information on NARA-approved disposition schedules.

A final word: Make wise decisions about your e-mail. Determine carefully, on a case-by-case basis, what is a Federal record. Then handle it according to INS records management requirements, and keep nonrecords documents on the mail server only as long as necessary to perform your job.



## Award News

**Ronald Collison**, INS' Associate Commissioner for Information Resources Management (IRM), has received the Department of Justice's Presidential Rank Award for Distinguished Service. Presented at the Department by Attorney General Janet Reno on October 8, the award is designed to recognize and reward exceptional performance over an extended period of time by career appointees in the Senior Executive Service (SES). It is given to only one percent of all career SES employees nationwide each year. Collison has been a member of the SES since 1987 and has been with INS since 1993.

In addition to managing all of the Service's information resource implementation and maintenance, he also leads the coordination of night vision equipment, sensor, and radio deployment in the field, along with INS' more traditional automated data processing functions. In his nomination, Collison was recognized for "developing a large, diverse, state-of-the-art technology information resources management program that has become a model for other agencies, an integral part of the full range of INS services and programs, and the mechanism by which the agency delivers services and enforces [the nation's] immigration laws."



OIRM Director Ronald Collison

## Education and Employment Key Themes of Disability Awareness Month

The Service's 1997 recognition ceremony for Disability Employment Awareness Month was held at Headquarters October 22, with Commissioner Meissner highlighting the accomplishments of INS' disabled employees and stressing the need for continued equal opportunity regarding the hiring and training of all potential employees.

Reflecting the month's theme: "Ability—The Bridge to the Future," the Commissioner said in her welcoming address, "Too often the abilities of those whose with disabilities are not fully appreciated. Each time we hire those with abilities, despite their disabilities, we improve the quality of our workforce and of all of our professional lives."

Five percent of the total INS workforce currently comprises individuals with disabilities, the Commissioner said, and in the past year fully seven percent of all performance awards given by the Service went to disabled employees. "I am pleased to report that we at INS

are doing well in ensuring that those who are disabled are being considered [for all positions]," she said.

The morning's keynote speaker, Dr. Patience White, director of the Adolescent Employment Readiness Center at the Children's National Medical Center, helped those attending the event gain a perspective on youth and adolescents with disabilities. The keys to their success, she said, was not only a strong family environment and support, but the need for employment opportunities from an early age, as well as educational opportunities that are not always taken. Both early employment and education, she said, are critical to ensuring that disabled adolescents have the transitioning skills needed to ensure that they become successful adults.

For the Service's part, she concluded, one of the best ways to ensure that this happens is to be open to the possibilities of not only hiring adults with disabilities, but adolescents as well through programs such as internships.

## P e o p l e   o n   t h e   M o v e



Richard B. Cravener

### In the Field:

**Richard B. Cravener**, formerly the Service's deputy district director and acting district director in Houston, TX, has been appointed by Commissioner Meissner as the permanent district director. With more than 25 years of INS experience, Cravener began his career in 1962 as an Immigration Inspector at John F. Kennedy International Airport in New York. He joined the San Diego sector of the Border Patrol in 1974, moving to the Border Patrol Academy as a supervisory Border Patrol agent in 1980, after which he became a supervisory Immigration Inspector in the San

Juan, PR, district. From 1984 to 1988 he served as assistant district director for Investigations in the Philadelphia, PA, district, after which he was the deputy district director of the Washington, DC, district until 1990 when he left the Service, returning in 1991 as a supervisory investigator in the Headquarters Office of International Affairs. He also served as the supervisory criminal investigator in the Rome district, before moving to Hong Kong to work as the officer-in-charge. He accepted his current position in Houston in 1996, and has been the acting district director since June of that year.



## Communi<sup>INS</sup>que

The *INS Communiqué* is published by the Headquarters Office of Public Affairs to inform employees of the Immigration and Naturalization Service about official and unofficial activities. Readers are invited to submit articles, photographs, and letters to the editor. Write to INS Public Affairs, Washington, DC 20536; or ☎ (202) 514-2648.

News updates are posted on the INS NEWSLINE at: ☎ (202) 616-1994. This newsletter and other useful information are available also on the Internet through the INS web site at <http://www.ins.usdoj.gov>.

Doris Meissner  
*Commissioner*

Julie Anbender  
*Director of Public Affairs*

Mitch Katz  
*Editor*

**Cover:** Blaine Sector ACPA Gene Davis demonstrates one of the sector's new kayaks which is now being used to patrol the waterways surrounding the United States/Canada international border. (Photo for INS by Bill Powers)